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U.S. National Youth Administration

Facing the problems of youth

Washington, D.C.

[1937]

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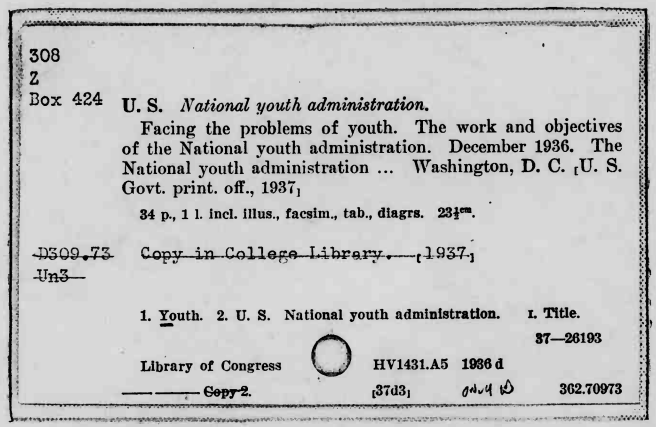

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U. S. *National youth administration.*

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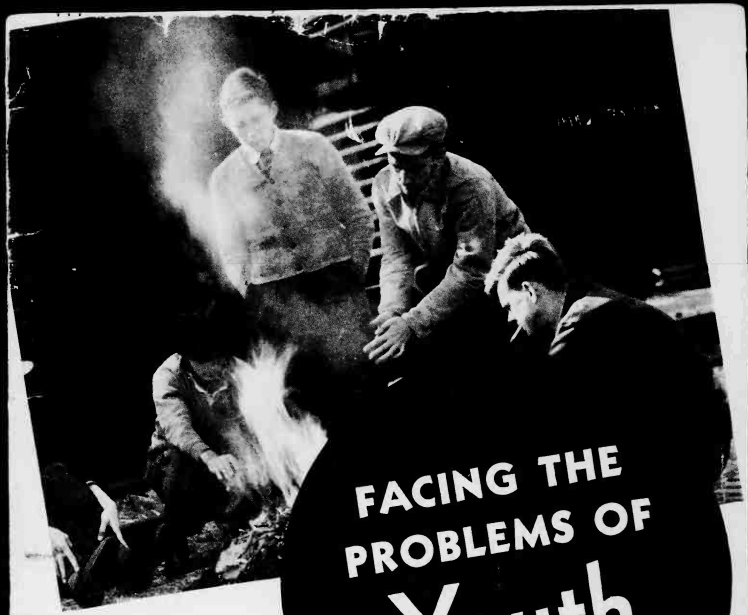

FACING THE PROBLEMS OF Youth

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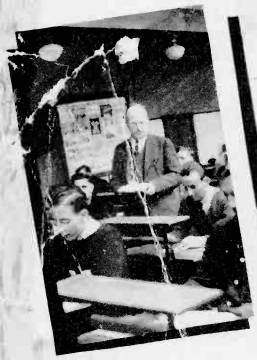

NATIONAL YOUTH ADMINISTRATION . . . WASHINGTON, D. C.

"An unfortunate aspect of the situation is that many young people who left school in 1929 at the age of 16 or 18 have now reached their twenty-second or twenty-fourth year without achieving the occupational experience usually expected of an adult of such age. This circumstance closes to them the door of opportunity and prevents their gaining experience.

"Probably the most serious element in the predicament is the moral deterioration that accompanies all unemployment but particularly that of youth. Idleness leads to undesirable mental attitudes—feelings of frustration and hopelessness; and inability to earn a living may give rise to antisocial tendencies."

"YOUTH FINDING JOBS"
COMMITTEE ON YOUTH PROBLEMS
U. S. OFFICE OF EDUCATION

FACING THE PROBLEMS OF Youth

THE WORK AND OBJECTIVES OF THE NATIONAL YOUTH ADMINISTRATION

•

DECEMBER 1936

THE NATIONAL YOUTH ADMINISTRATION
1734 NEW YORK AVENUE, WASHINGTON, D. C.

THE WHITE HOUSE
WASHINGTON

June 26, 1936.

My dear Mr. Williams:

One year ago today when I signed the Executive Order creating the National Youth Administration and placing its affairs in your hands, I predicted that the return on the investment would be high.

I am happy to see that this prediction, twelve months later, has been fulfilled. I am still more gratified that Congress, sharing in this belief, has seen fit to include a substantial allotment for the National Youth Administration in the Deficiency Bill for 1937.

No greater obligation faces the government than to justify the faith of its young people in the fundamental rightness of our democratic institutions and to preserve their strength, loyalty, and idealism against the time when they must assume the responsibilities of citizenship. The splendid record of the National Youth Administration in helping some 600,000 young men and women from the despair of idleness seems to me excellent testimony that our means of meeting that obligation are sound.

It is my sincere hope that the influence and usefulness of the National Youth Administration will continue to widen during the coming year.

Very sincerely yours,

Franklin D. Roosevelt

Honorable Aubrey Williams,
Executive Director,
National Youth Administration,
Washington, D. C.

WHAT ARE THE PROBLEMS OF YOUTH?

"THE youth problem", as a phrase, has been so loosely applied that its meaning has become obscure. Generally, it has been used to cover any of that broad series of complexities—moral, social, economic—which in any way affect the young. But more specifically it refers to that peculiar set of difficulties which young people encounter as they emerge into adulthood; of the transition from dependent child to self-sufficient man or woman; of relating one's self to a world of mature realities.

As such "the youth problem" is no phenomenon of the twentieth century. It is implicit in man's evolution and as old as civilization itself. But changing

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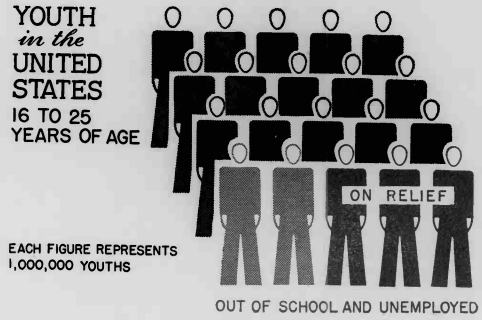
times alter the emphasis and intensity of the problems of youth. They become inextricably woven into the social and economic fabric of any given generation. Thus, American youth of 200 years ago faced the task

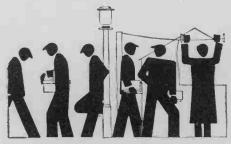


of physical combat in order to gain a living from the soil; combat with nature and hostile savages. Later, the blight of civil warfare, of rampant industrial expansion, and more recently, of international conflict, all cast their shadow on the problems of youth. While the principal issue remained unchanged—that of becoming a part of the adult world—each age brought with it its own peculiar obstacles which the youth of that time had to clear in reaching its goal.

But probably no generation of young people has faced a more stubborn barrier to its progress than the present, and the things which oppose it are intangible things upon which youth cannot lay its hands—insecurity, poverty, joblessness.

Census figures show approximately 20,000,000 persons in this country falling within the 16- to 25-year age group. Reasonably accurate estimates indicate that approximately 5,000,000 [1] of this number were out of school and unemployed as late as the spring of 1935, and that nearly 3,000,000 [2] were on relief.

Statistical information available on this relief group [2] shows that about 60 percent lived in cities and towns, while the remainder were from farms and villages. Slightly more than 500,000 had jobs, though not adequate for self-support; another 1,250,000 were out of school and attempting to find work; and 1,100,000 were neither working nor seeking work, the majority being either in school or working about the home and farm.



The educational status of these youths on relief may be judged from data [2] assembled for those living in the cities which showed that more than 50 percent had received no more than an

[1] What Communities Can Do to Help; U. S. Office of Education, Department of the Interior, Washington, D. C.

[2] Youth on Relief; Division of Social Research, Works Progress Administration, Washington, D. C.

Thousands of youths "went on the bum" because of poverty and joblessness.

elementary schooling. The remainder had had one or more years in high school, and a very small number—about 3 percent—had been to college. Of the 1,750,000 eligible for work relief shortly before the inception of the Works Progress Administration, 625,000 had never held a job and had no work experience of any sort.

What relief youth suffered during the depth of depression, nonrelief youth suffered in lesser degree. Thousands were forced to drop out of school, to abandon careers and trades upon which hopes for the future had been built. Other thousands roamed from city to city in the fruitless search for jobs or merely to lessen the burden at home. Welfare and dependent institutions labored under an unprecedented load of young people seeking work, seeking an outlet for pent-up energies, or simply being carried along on the tide of restlessness which swept the country.

Such are the aspects peculiar to the youth problem of today; new difficulties and perplexities surrounding the older problem of coming of age.

Recognizing the helplessness of youth in the grip of such profound and abstract forces—social and economic forces which youth never before had been called upon to face—President Roosevelt, shortly after his

inauguration in 1933, created the Civilian Conservation Corps as his first approach to a solution of these difficulties. The Civilian Conservation Corps succeeded immediately in taking some 300,000 idle boys and young men off the streets and putting them to work in the forests and national parks. But this agency offered nothing whatever to the daughters of destitute families and but little more to those youths who wished to continue in school or who, for one reason or another, could not leave home.

Consequently, on June 26, 1935, an Executive order was issued creating the National Youth Administration as a part of the Works Progress Administration.

"I have determined", the President declared, "that we shall do something for the Nation's unemployed youth, because we can ill afford to lose the skill and energy of these young men and women. They must have their chance in school, their turn as apprentices, and their opportunity for jobs—a chance to work and earn for themselves.

"It is recognized that the final solution of this whole problem of unemployed youth will not be attained until there is a resumption of normal business activities and opportunities for private employment on a wide scale. I believe that the National Youth Program will serve the most pressing and immediate needs of that portion of unemployed youth most seriously affected at the present time.

"It is my sincere hope that all public and private agencies, groups, and organizations, as well as educators, recreational leaders, employers, and labor leaders will cooperate wholeheartedly with the National and State Youth Administrations in the furtherance of this National Youth Program.

"The yield on this investment should be high.'

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"No jobs today, but I'll take your name just in case something turns up . . ."

Aubrey W. Williams, Deputy Administrator of the Works Progress Administration, was named executive director of the new agency and Miss Josephine Roche, Assistant Secretary of the Treasury, chairman of the executive committee. A national advisory committee of 32 leaders of education, business, finance, labor, and youth was formed several weeks later with Charles W. Taussig as chairman.

This committee was largely responsible for formulating the policies under which it was announced the National Youth Administration would operate. Condensed, this policy sought four major objectives:

(1) To provide funds for the part-time employment of needy school, college, and graduate students between 16 and 25 years of age so that they can continue their education.

(2) To provide funds for the part-time employment on work projects of young persons, chiefly from relief families, between 18 and 25 years of age, the projects being designed not only to provide valuable work experience but to benefit youth generally and the communities in which they live.

(3) To encourage the establishment of job training, counseling, and placement services for youth.

(4) To encourage the development and extension of constructive leisure-time activities.

It was determined at the outset that the National Youth Administration should operate with the smallest possible overhead consistent with efficient administration and with a minimum of centralized control. Accordingly, youth directors were appointed for each of the States, for the District of Columbia, and New York City. Through use wherever possible of the facilities of existing governmental and private agencies, it has been possible to keep the administrative organization quite small.

The National Youth Administration has given each State director the widest latitude in shaping his program to the needs and requirements peculiar to the locality. Uniform regulations issued by the executive director of the National Youth Administration have been limited to basic requirements essential to the control of the Youth Program. The services of volunteer advisory committees have been relied upon to develop the work projects and other services most adaptable to a given locality. More than 12,000 persons are serving on approximately 1,500 State and local advisory committees throughout the country.

Educators play a leading role in the administration of the National Youth Administration. Thirteen of the thirty-four members of the national advisory committee are school men and women. Over 60 percent of the State directors and a comparable proportion of the State and National administrative forces are likewise drawn from the

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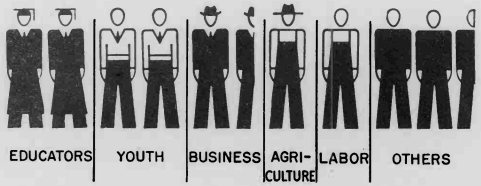
COMPOSITION OF STATE ADVISORY COMMITTEES



EACH FIGURE REPRESENTS 10 PERCENT OF TOTAL

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In the Emergency Relief Appropriation Act of 1936 the Congress specified that of the total funds appropriated by the Act a maximum of $71,250,000 might be made available to the National Youth Administration. Through October 31, 1936, a total of $33,500,000

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THE PROGRAM IN OPERATION

THE National Youth Administration seeks to aid young people in the four spheres of life in which their needs are greatest—education, employment, vocational guidance, and the profitable use of leisure time. These ends have been sought in four major programs which, during the first year of operation, reached *directly* some 600,000 young people between 16 and 25 years of age in every State in the Union and *indirectly* a number two or three times as great.

STUDENT AID

The Student Aid Program was instituted under the Federal Emergency Relief Administration in December 1933 to permit college students to continue their studies. When the program was taken over by the National Youth Administration in the summer of 1935, it was expanded to include those attending secondary schools and those pursuing graduate studies.

The principle of student aid is to furnish

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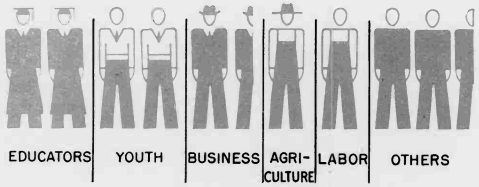

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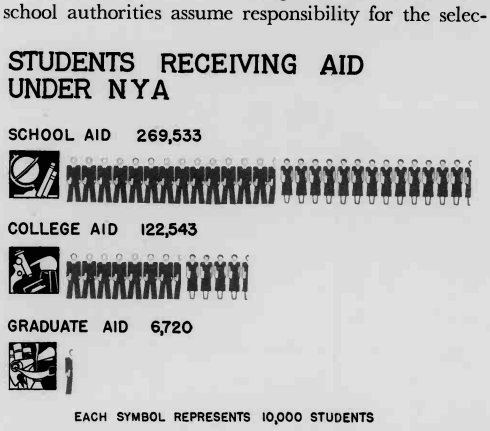
employment for needy young people wishing to attend school or college but who are unable to do so within their own means. All nonprofit-making, tax exempt, educational institutions are eligible to institute programs of student aid and are granted quotas based on certain percentages of their regular enrollment. The school authorities assume responsibility for the selection of the students to be helped, and devise and supervise the work upon which they engage. The only stipulations imposed by the National Youth Administration are that student aid recipients shall be selected primarily on the basis of need; that they shall carry at least three-quarters of a normal course of study, and that the work they perform shall be genuinely useful and not displace any of the school's regular employees.



Wages in the form of United States Treasury checks are paid directly to the students on the basis of time reports furnished by the school officials. While the hourly rates of pay vary from one locality to another, monthly benefits generally are uniform. Thus, students in secondary schools may earn a maximum of $6 a month. College students are limited to an average of $15 a month and graduates to an average of $25. The maximum number of hours to be worked are fixed at 20 per week in secondary schools and 30 per week in colleges and universities.

Wages paid on the Student Aid Program are not large and only in rare instances are they sufficient to meet the full cost of attending school. It has been demonstrated, however, that this assistance has, in thousands of cases, prevented the untimely ending of educational careers for the children of low-income families. NYA employment has provided the added income necessary for subsistence on the campus, the purchase of text books and supplies, and even for small items of clothing. The Office of Education reported in 1935 that the average $15 monthly wage was "more than sufficient" in 20 percent of the participating colleges to completely cover the cost of a student's room and board.[1]

Work is required of all student-aid recipients, and the experience

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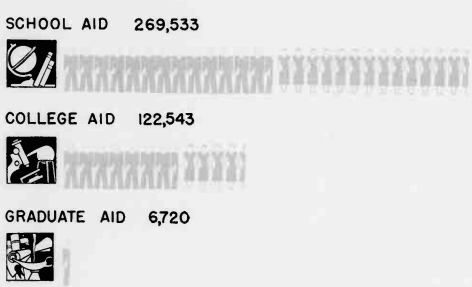

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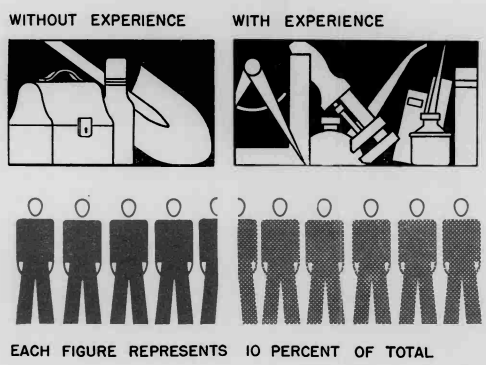
thus acquired has proved in many cases as valuable as the wages earned. Clerical and office work; library, museum, and laboratory assistance; the conducting of forums, adult education classes, and other civic ventures; special research; grounds and building maintenance are among the types of work found for students to perform. In the case of college and graduate students, particularly, special effort is made to assign them to tasks consistent with the courses of study being followed, thus giving practical application to the work of the classroom.



A total of 398,843 young people—216,611 of whom were male and 182,232 female—were receiving student-aid benefits in 20,000 secondary schools and 1,600 colleges and universities during the peak month of April 1936. Of the total number who received academic or professional degrees in June, 14 percent, or 19,803, were assisted to that end by the National Youth Administration. Quotas for the current year remain practically the same as for 1935–36 with the exception that in certain States affected by the drought, increases varying with the extent of the emergency have been granted.

WORK PROJECTS

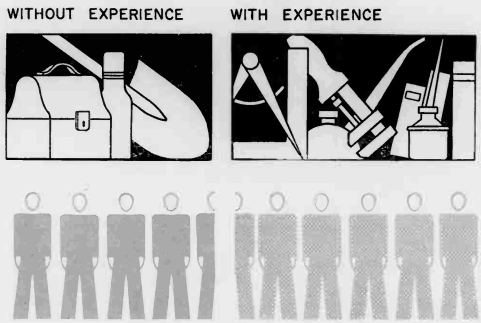
The desperate wastage of human values occasioned by unemployment in able-bodied young people who have either finished school or been forced to drop out for economic reasons has long been recognized. The spiritual and moral effects of enforced idleness are, if anything, more damaging to the eager aspirations of the young than to the more mature and rational outlook of the adult. Aid to these "secondary wage earners" was impossible under the limitations of both the Federal Emergency Relief Administration and the Works Progress Administration. With the establishment of the National Youth Administration the rights of young people to work relief were recognized.

Work projects under the National Youth Administration cover a wide field of activity and aside from the primary purpose of affording employment at useful tasks seek to provide definite job training and work discipline. More than 45 percent of the young people who register for

Building a decorative stone wall around one of the scores of "pocket parks" which the NYA has built along Texas highways.

thus acquired has proved in many cases as valuable as the wages earned. Clerical and office work; library, museum, and laboratory assistance; the conducting of forums, adult education classes, and other civic ventures; special research; grounds and building maintenance are among the types of work found for students to perform. In the case of college and graduate students, particularly, special effort is made to assign them to tasks consistent with the courses of study being followed, thus giving practical application to the work of the classroom.

WORK EXPERIENCE OF UNEMPLOYED YOUTH



A total of 398,843 young people—216,611 of whom were male and 182,232 female—were receiving student-aid benefits in 20,000 secondary schools and 1,600 colleges and universities during the peak month of April 1936. Of the total number who received academic or professional degrees in June, 14 percent, or 19,803, were assisted to that end by the National Youth Administration. Quotas for the current year remain practically the same as for 1935–36 with the exception that in certain States affected by the drought, increases varying with the extent of the emergency have been granted.

WORK PROJECTS

The desperate wastage of human values occasioned by unemployment in able-bodied young people who have either finished school or been forced to drop out for economic reasons has long been recognized. The spiritual and moral effects of enforced idleness are, if anything, more damaging to the eager aspirations of the young than to the more mature and rational outlook of the adult. Aid to these "secondary wage earners" was impossible under the limitations of both the Federal Emergency Relief Administration and the Works Progress Administration. With the establishment of the National Youth Administration the rights of young people to work relief were recognized.

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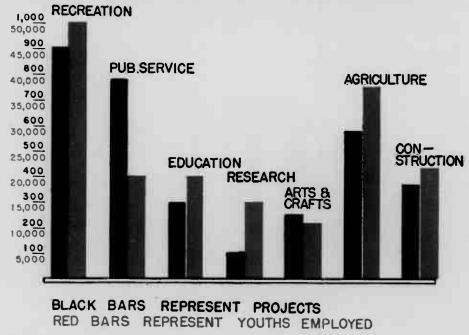
Projects under the National Youth Administration are initiated in cooperation with local officials or

WORK PROJECTS IN OPERATION & YOUTHS EMPLOYED BY TYPES OF PROJECTS AS OF NOV. 1, 1936*



* The figures here given are to be regarded as showing proportions rather than numerically exact counts of projects and employees.

public groups who are conversant with the community's needs. A park board desires certain landscaping done or improvements made to its playgrounds; a county school board wishes to have shelters erected along school bus routes to protect the children in inclement weather; the police department wishes traffic checks and flow charts made at certain congested

street intersections; a settlement house needs additional chairs and tables for its adult education classes—any of the multitude of needful services which public agencies find outside their regularly budgeted programs and which are adaptable to the abilities of youthful workers may be laid before the local NYA officials. If practical, and if the requisite supply of workers is available, they may be put in operation. Materials, quarters, and supervision ordinarily are furnished by the sponsor, while the labor cost is borne by the National Youth Administration.

Nearly three-fifths of the 1936–37 budget of the National Youth Administration has been set aside for the Work Projects Program. Hourly wage rates are those prevailing in the community, but the authorized number of hours to be worked in any month are so limited as to make the average monthly earnings approximately one-third those paid locally by the Works Progress Administration.

At the peak of the program in June 1936 there were 182,477 young people earning an average of $16.15 per month engaged on approximately 3,300 NYA work projects. Approximately the same number of workers is being maintained during the present fiscal year.

Cooperating with other governmental and private agencies which have determined to prevent further desolation of the country's natural resources by flood and erosion, the National Youth Administration announced in Septem-

Hundreds of thousands of discarded school and library books have been repaired and placed again in service by NYA workers.

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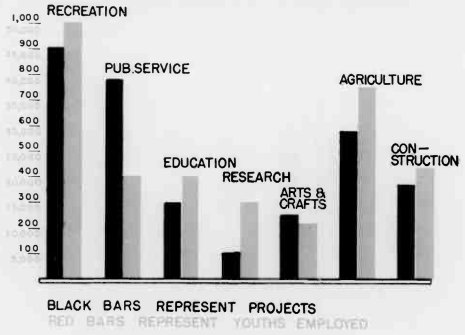

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NYA Highlights in Questions and Answers

When and Why Was NYA Established?

The National Youth Administration was created by Executive order of President Roosevelt on June 26, 1935, in order that young people caught in the depression might "have their chance in school, their turn as apprentices, and their opportunity for jobs—a chance to work and earn for themselves."

In What Ways Does NYA Help Young People?

There are four major divisions of the program: *Student Aid* whereby needy high-school, college, and graduate students are enabled to continue in school; *Employment* for out-of-school youth on work projects; *Vocational Assistance* for those seeking jobs, and *Recreation* and leisure-time activities.

Is NYA a "Youth Movement"?

No. The National Youth Administration exerts no political, religious, or philosophical influence upon the young people it helps. It is an emergency relief agency of the Federal Government and nothing more.

Who is Eligible for NYA Assistance?

In general, needy young people between 16 and 25 years of age. Two exceptions occur in the case of the Work Projects Program, however: (*a*) no one under 18 years of age may be employed, and (*b*) at least 90 percent of the youths employed on any given project must be drawn from families certified as in need of relief or eligible for any form of public assistance. The recreational and vocational guidance and placement services are available to all youths without restriction.

Does NYA Provide a Dole?

No. All cash benefits under the National Youth Administration are paid as wages for work performed. Wage rates are based on those prevailing in the community, but the hours of work are so limited that (*a*) project employees receive approximately one-third the monthly wage of adult WPA workers, and (*b*) student-aid employees receive a *maximum* of $6 a month in high schools, $20 in colleges, and $40 in graduate schools.

What Proportion of This Money Goes to Youth?

Approximately 85 cents out of every dollar spent by the National Youth Administration goes to young people in the form of wages. The remainder is spent for materials, supervision, administration, etc. Administrative costs for the last fiscal year, State and national combined, were less than 4 percent.

How Many Young People Does NYA Help?

At the peak of operations during the late spring of 1936 a total of 581,320 young people were receiving direct cash benefits from the National Youth Administration. The total was composed of 316,434 males and 264,886 females. Of these, 398,843 were on student aid and 182,477 were on projects. The number to be aided during the present fiscal year is not expected to exceed this figure.

What is the Purpose of Work Projects?

Primarily to give part-time jobs to needy young people between 18 and 25 years of age who are unemployed and out of school. A secondary purpose is to provide training and work experience to better enable them to secure private employment. It is estimated that more than 40 percent of the youths engaged on NYA projects have had no previous work experience of any kind.

How May One Secure Employment on a NYA Project?

By personal or written application either to local NYA officials or to the State headquarters. Each state is assigned a quota, however, which cannot be exceeded. Applicants must be certified by the local certifying agency as to eligibility.

What Is the Purpose of Student Aid?

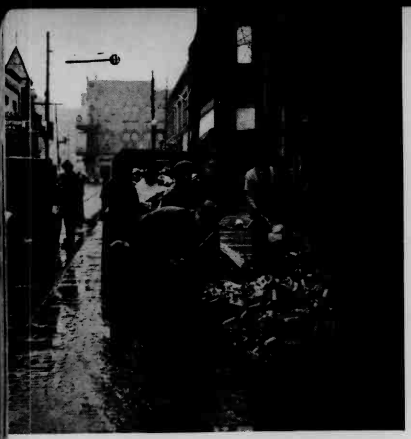
To furnish part-time employment for needy young people between 16 and 25 years of age in order that they may continue in school or college. Work is provided on projects designed and supervised by the school officials.

How May One Secure Student Aid Assistance?

By direct application to the school or college. The applicant must satisfy the school authorities as to his need of such assistance, be of good character, carry at least three-fourths of a regular school program, and, in the case of students in secondary schools, maintain a passing grade in at least three-fourths of the courses carried. Quota restrictions, of course, have to be observed by the schools.

Does NYA Offer Vocational Assistance?

Yes, in three ways: (*a*) Job training through work projects; (*b*) group vocational guidance and counseling, and (*c*) placement. Junior employment services have been established in conjunction with public employment offices in 41 cities throughout the country and had secured jobs in private employment for more than 14,000 youths through November 1936. Vocational guidance and placement services are available to all youths regardless of relief or NYA status.



NYA youths in Pittsburgh assisted in clearing away disease-laden debris after the spring flood in 1936.

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Camps for unemployed women.—During the summer of 1934 the Workers' Education Section of the Federal Emergency Relief Administration's Division of Education instituted, in cooperation with the States, a program of work and educational camps for unemployed young women. The program was continued during the summer of 1935, still on the basis of FERA grants, but under the general supervision of the National Youth Administration. When funds of the Federal Emergency Relief Administration were exhausted, the National Youth Administration made provisions in

the summer of 1936 to carry on the program with its own funds.

The program authorizes the establishment of a maximum of 50 camps which will accommodate approximately 5,000 young women between the ages of 18 and 25 for terms of 3 to 4 months each. In the majority of cases they will operate throughout the year. Through the cooperation of various local organizations sites are secured without charge or at minimum cost in untenanted schools, country hotels, abandoned CCC camps, or other quarters suitable to the purpose. Young women are eligible if they are from families locally certified as in need of relief. The camp directors select the young women from the eligible list based on their ability to profit from the experience of living in a healthful, educational environment. Their status is that of NYA project employees and through work they earn their subsistence plus a monthly payment of $5 to meet personal expenses.

The routine of the camps provides an equitable division of time between work, educational, and recreational activities. Work projects include the making of supplies for hospitals and State institutions, visual aids for the public schools, recreation equipment, work in the tree nurseries of the Forestry Service, and similar activities. The educational program is simple and is conducted primarily through the discussion method. Included are such practical subjects as home economics, sewing, health education,

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Seventeen camps had been authorized through November 1936. Those in actual operation were at Tampa and St. Augustine, Fla.; Weiser, Idaho; Wolf Lake, Ill.; Zarah, Kans.; St. Paul, Minn.; Capitan, N. Mex.; Chepachet, R. I.; and Kingstree and Orangeburg, S. C. Others were expected to open shortly after the first of the year.

Apprentice training.—The Federal Committee on Apprentice Training was established in the United States Department of Labor in 1934 to revive interest in the practice of indenturing young men in certain skilled trades and thereby elevating the standards of workmanship in the trades and forestalling possible future labor shortages. This agency was taken over by the National Youth Administration in 1935. It works in an educational and advisory capacity, seeking agreements between employer and employee groups in industrial centers for a uniform system of apprenticeships.

There are 45 cooperating State committees and approximately 115 local committees, directing apprenticeship programs.

VOCATIONAL GUIDANCE AND PLACEMENT

The desire to become a full-fledged worker on a regular job is probably the most common ambition of youth. The choice of work, however—a choice which vitally affects the individual's future well-being—is too often a hit-or-miss procedure governed by immediate rather than long-range considerations.

Vocational guidance is recognized by all educational authorities as an essential service to youth, but it has been made available in only a limited number of the larger and more progressive schools. For those who have left school, and especially for those who drop out before graduation from a secondary school, there is practically no assistance of this type to be had. The National Youth Administration has attempted to meet this need through its Vocational Guidance and Placement Service, making such service available to those thousands of youth who have passed beyond the class room and come to grips with the problem of making a living.

Some activity of this sort is in evidence in nearly every State. Usually it consists of furnishing occupational information about the various fields of work which are open to the youth of the community, giving an outline of the training requirements, the pay and promotional possibilities, and the relative availability of jobs. This may be accomplished through classes for out-of-school youth

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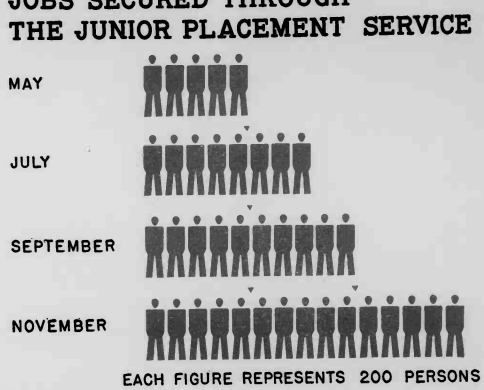
Job counseling is a fruitless effort, however, if there are no jobs for the counseled to fill. Accordingly, a service of equal importance—the Junior Placement Service—has been established to parallel the work in vocational guidance. Under this program junior placement counselors, paid by the National Youth Administration, have been placed on the staffs of public employment offices in 41 cities in 17 States throughout the country. These placement counselors receive the applications of job seekers between 16 and

25 years of age, whether enrolled with the National Youth Administration or not; gage their experience and abilities; and search out the jobs for which they are suited.

Since the inception of the program in March 1936, this service has succeeded in placing more than 14,000 young men and women in private employment. The number of cities thus served has increased month by



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RECREATION

Few truths are more apparent than, "The devil finds work for idle hands to do."

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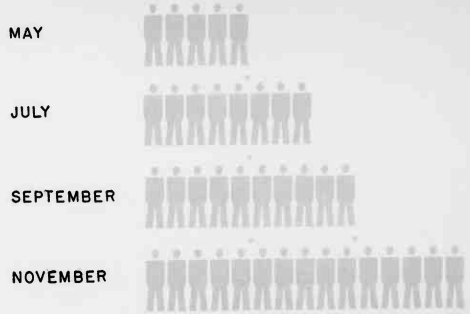

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The normal public facilities by which this plethora of leisure time might have been salvaged and directed into useful channels were incapable of taking the load thus thrust upon them. Social and welfare agencies had neither the personnel nor the physical equipment to meet such abnormal demands, and the heavy drain upon them for more direct measures of relief—food, clothing, and housing for the destitute—made impossible the diversion of their publicly subscribed funds for less urgent activities such as recreation for the young.

This situation, which had grown progressively worse during 6 years of depression, presented to the National Youth Administration an opportunity for construc-

tive service. Through its project and job-training programs it could not only rebuild and enlarge the physical facilities for recreation—parks, playgrounds, community centers, etc., which reduced civic budgets had caused to deteriorate or failed altogether to provide—but it could train young people for positions as recreation leaders and place them in these posts at no cost to the community.

In the fulfillment of this service hundreds of parks and playgrounds have been improved or developed and thousands of units of playground equipment produced in work shops with NYA labor. Many of these have been staffed with youths either as leaders or assistants. Community centers have been created in many localities which had been without them, and established centers, fallen upon hard times, have been rehabilitated. Social and athletic activities have been supplemented with handicraft classes; drama, art, music, and literary groups have been organized. Forums and round-table discussions have opened new vistas to youthful intellects formerly circumscribed by the drab considerations of substandard family life.

Library and book repair projects are an important factor in the general program of recreation. By the addition of NYA workers to public library staffs, libraries in many cities in the country are enabled to broaden their usefulness; to supply the cultural demands not only of a larger number of readers but to reach thousands who have been strangers

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The library goes to the reader. Isolated mountain homes in Grayson County, Va., are supplied with reading matter through the NYA "traveling library".

to books. Several States have instituted "traveling" and circulating library projects through the National Youth Administration, making books available to remote communities where no library facilities had existed before. In hundreds of communities, groups of NYA workers are engaged in book-repair projects, salvaging abused and discarded volumes by the tens of thousands, cleaning them, and attaching new covers, and placing them in usable form again.

Projects devoted to recreation absorbed $10,659,329 of NYA funds during the first year of operation. At least 80 percent of this money went into pay rolls for young workers, of whom there were 109,000 on May 31, 1936, when the program was at its peak. The present year will see a continuation of this activity, for its benefits extend far beyond the pay roll and contribute to the life of the entire community.

BEYOND THE EMERGENCY

AT NO time has the National Youth Administration assumed to offer the final solvent for "the youth problem." It has sought instead simply to remove some of the unnatural obstacles which the youth of today encounters in its own efforts to reach a solution;

to remove the blight of joblessness, of diminished education, of soul-destroying idleness: conditions unnatural to our present society; conditions for which youth is in no wise responsible; and conditions against which youth is powerless to contend alone.

Neither has the National Youth Administration, except in a manner incidental to its primary functions, diverted any of its funds to purely academic exploration into the problems of youth. It has chosen instead to leave such study in the capable hands of the various private and semi-public bodies already engaged therein and to concentrate its efforts on treating those outgrowths of the problem which are already apparent.

The National Youth Administration, in short, is a relief organization. It was brought into being to extend emergency assistance to a particular population group beset by particular needs. These needs are principally economic and are amenable to adjustment concurrently with the Nation's larger economic problems. Whether this is a matter of a year or of many years, it is impossible now to predict.

Its full potentiality for service, however, can be measured only by the imprint it leaves upon the social structure of the future. The problems of youth are enduring, and as one set of perplexities is disposed of, a new set arises to take its place. Society becomes more intricate as it advances, and youth's need of assist-

Many cities attribute recent declines in automobile fatalities to such surveys as these NYA youths are conducting on a busy corner in Philadelphia.

The library goes to the reader. Isolated mountain homes in Grayson County, Va., are supplied with reading matter through the NYA "traveling library".

to books. Several States have instituted "traveling" and circulating library projects through the National Youth Administration, making books available to remote communities where no library facilities had existed before. In hundreds of communities, groups of NYA workers are engaged in book-repair projects, salvaging abused and discarded volumes by the tens of thousands, cleaning them, and attaching new covers, and placing them in usable form again.

Projects devoted to recreation absorbed $10,659,329 of NYA funds during the first year of operation. At least 80 percent of this money went into pay rolls for young workers, of whom there were 109,000 on May 31, 1936, when the program was at its peak. The present year will see a continuation of this activity, for its benefits extend far beyond the pay roll and contribute to the life of the entire community.

BEYOND THE EMERGENCY

AT NO time has the National Youth Administration assumed to offer the final solvent for "the youth problem." It has sought instead simply to remove some of the unnatural obstacles which the youth of today encounters in its own efforts to reach a solution;

to remove the blight of joblessness, of diminished education, of soul-destroying idleness: conditions unnatural to our present society; conditions for which youth is in no wise responsible; and conditions against which youth is powerless to contend alone.

Neither has the National Youth Administration, except in a manner incidental to its primary functions, diverted any of its funds to purely academic exploration into the problems of youth. It has chosen instead to leave such study in the capable hands of the various private and semi-public bodies already engaged therein and to concentrate its efforts on treating those outgrowths of the problem which are already apparent.

The National Youth Administration, in short, is a relief organization. It was brought into being to extend emergency assistance to a particular population group beset by particular needs. These needs are principally economic and are amenable to adjustment concurrently with the Nation's larger economic problems. Whether this is a matter of a year or of many years, it is impossible now to predict.

Its full potentiality for service, however, can be measured only by the imprint it leaves upon the social structure of the future. The problems of youth are enduring, and as one set of perplexities is disposed of, a new set arises to take its place. Society becomes more intricate as it advances, and youth's need of assist-

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ance in adapting itself will continue to increase proportionately.

The contribution which the National Youth Administration offers to coming generations is in having crystallized and articulated the hitherto vague realization that "something ought to be done." Not only has it demonstrated in practical terms how *something can be done* for youth, but it has established the media through which the work *can be carried on*. It has pioneered in discerning the types and standards of work projects to which youth's abilities are adapted. It has shown how inequalities in educational opportunity may be leveled. It has demonstrated the advantage and feasibility of mass recreational activity for the young. And it has given an impetus hitherto unknown to vocational counseling and guidance.

These are the tools for a continuing service to youth. The hands and experience to use them are found in the administrative and advisory committee workers who have brought the program to its present stage of development. They are the nuclei around which vigorous community action in behalf of youth should mobilize, for the responsibility *normally* belongs to the community.

TYPES AND EXAMPLES OF NYA PROJECTS

THE WORK PROGRAM

CONSTRUCTION:
- Youth and community centers.
- Bus shelters.
- Playgrounds.
- Baseball fields.
- Running tracks.
- Sidewalks.
- Landscaping.

INSTITUTIONAL AND SERVICE:
- Recreational leadership.
- Dramatics.
- Musical groups.
- Hospital helpers.
- Historical research.
- Museum work.
- Transcription of books into Braille.
- Library assistance.
- Book repairing.
- Help in public offices.

COMMUNITY:
- Hot school lunches.
- Visual teaching aids.
- Model making.
- Toy making and repairing.
- Nursery schools.
- Sewing.

CONSERVATION:
- Soil conservation.
- Forestry.
- Landscaping.
- Parks.

RURAL:
- Assistance to agricultural and home demonstration agents.
- Pest control.
- Agricultural experimentation.

STUDENT AID

- Tutoring.
- Social research.
- Scientific research.
- Library assistance and book repair.
- Laboratory assistance.
- Correction of papers.
- Dormitory service.
- Landscaping and grounds maintenance.
- Assistance in community activities.

THE WORKS PROGRESS ADMINISTRATION

HARRY L. HOPKINS, Administrator

THE NATIONAL YOUTH ADMINISTRATION

AUBREY WILLIAMS
Executive Director

RICHARD R. BROWN
Deputy Executive Director

JOSEPHINE ROCHE
Chairman, Executive Committee

CHARLES W. TAUSSIG
Chairman, National Advisory Committee

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HAWAII:
Oren E. Long, acting director, Honolulu.

PUERTO RICO:
José Padin, Acting Director, San Juan.

STATISTICAL SUPPLEMENT

Most of the statistical data contained in the foregoing pages is dated on or before November 1, 1936. For the convenience of those desiring more recent information the following figures showing the status of the various phases of the program are given as of the dates indicated.

Work Projects (Dec. 31, 1936):

Total employment	173,672
Total monthly earnings	$3,021,431

Student Aid (Dec. 31, 1936):

Total enrollment	380,865
School Aid	246,071
College Aid	112,835
Graduate Aid	4,969
Participating institutions:	
Secondary institutions	20,600
Colleges and universities	1,686
Total monthly earnings	$3,333,000

Junior Placement Service (Dec. 31, 1936):

Total placements in private employment	24,941

Camps for Unemployed Women (Jan. 15, 1937):

Camps in operation	16
Total enrollment	1,009
Additional camps authorized	9

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U. S. GOVERNMENT PRINTING OFFICE: 1937

"You ought to thank God tonight if, regardless of your years, you are young enough in spirit to dream dreams and see visions—dreams and visions about a greater and finer America that is to be; if you are young enough in spirit to believe that poverty can be greatly lessened, that the disgrace of involuntary unemployment can be wiped out, that class hatreds can be done away with, that peace at home and abroad can be maintained, and that one day a generation may possess this land, blessed beyond anything we know, with those spiritual things—material and spiritual—that make man's life abundant.

"If that is the fashion of your dreaming, then I say: 'Hold fast to your dream. America needs it.'"

EXCERPT FROM AN ADDRESS OF
PRESIDENT FRANKLIN D. ROOSEVELT
APRIL 14, 1936

END OF
TITLE